

**IMPLEMENTATION OF FREE EDUCATION IN COMMUNITY BASED
SECONDARY SCHOOLS: A CASE OF BAHU DISTRICT COUNCIL,
DODOMA REGION**

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**A DISERTATION SUBMITTED IN PARTIAL FULFILLMENT OF THE
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2021

CERTIFICATION

The Undersigned certifies that she has read and hereby recommend for acceptance by The Open University of Tanzania the dissertation entitled “*Investigation of the implementation of free education on community based secondary schools in Bahi District Council*”. In partial fulfillment of the requirements for the award of Degree of Master of Education in Administration, Planning and Policy Studies of The Open University of Tanzania.

.....

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.....

Date

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“I **Ally Salum Athuman**, declare that, the work presented in this dissertation is original. It has never been presented to any other University or Institution. Where other people’s works have been used, references have been provided. It is in this regard that I declare this work as originally mine. It is hereby presented in partial fulfillment of the requirement for the Degree of Master of Education in Administration, Planning and Policy Studies of The Open University of Tanzania.

.....

Signature

.....

Date

DEDICATION

This work is dedicated to my parents, Mr. and Mrs. Salum Athuman Kimbesi, who struggled for my up-bringing, as well as my family, that their sustainability has given me the passion to finish this study. Also, I would like to dedicate it to my wife, Aisha Kayumba and many friends of mine who accompanied me with their love to such an achievement. May God bless and grant them long life.

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ABSTRACT

The study was guided by three specific objectives including: To determine the influence of free education on the learning environment; to assess the challenges facing the implementation of free education in community based secondary schools in Bahi District and to assess the achievements of implementing free education in community based secondary schools in Bahi District. A sample of 94 respondents was used in this study, which included students, teachers, heads of schools, WEOs and DSEO. Data collection methods included; questionnaires, interview guide and documentary reviews. Data analysis employed qualitative and quantitative approaches. Analyzed data were presented in form of quotes and tables, where excel and SPSS were used in its analysis. Findings revealed that ninety-three percent of students and seventy seven percent of teachers were aware of the existence of free education policy in their areas. The study also revealed some challenges facing the implementation of free education policy in the study area like an increase of student's dropouts due to increased enrollment, low amount of fund, congestion in classrooms, lack of enough learning and teaching books, poor knowledge on FEP among the community members and poor cooperation among the education stakeholders. Again, the achievements of the implementation of free education policy were realized in the improvement of academic results in form four national examinations results, availability of the capitation for science equipment, school fee compensation and allowances for heads of schools. The study recommends on government of Tanzania to improve the modality and amount of capital allocated to run schools, educate parents, students and community on the concept FEP.

Keywords: *Influence, free education, learning environment, Bahi District*

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LIST OF ABBREVIATIONS

CCM	Chama Cha Mapinduzi
DED	District Executive Director
DSEO	District Secondary Education Officer
EFA	Education For All
FBE	Free Basic Education
FEP	Free Education Policy
HoS	Head of Schools
MDGs	Millennium Development Goals
MVC	Most Vulnerable Children
OUT	Open University of Tanzania
PO-RALG	President's Office Rural Authority and Local Government
SPSS	Statistical Package for Social Science
UN	United Nations
UNESCO	United Nations Educational, Scientific and Cultural Organization
WEOs	Ward Executive Officers

CHAPTER ONE

INTRODUCTION AND BACKGROUND TO THE PROBLEM

1.1 Chapter Overview

This chapter introduces the background to the study, statement of the problem, research objectives, research questions, scope of the study, significance of the study, limitations of the study and Conceptual frame work.

1.2 Background to the Problem

Governments in all countries, developed and developing alike, strive to provide education to their citizens with the understanding that education is essential, not only for economic growth, but also for social stability (Mbelle, 2008). Many of these countries in the world are committed to the implementation of Sustainable Development Goals. Among the goals, Education has been a major concern of United Nations member countries including Tanzania. It is the commitment of these countries in ensuring available skilled, competent and educated workforce to step up their socio-economic development, hence making the world more secure, sustainable and interdependent (Becker & Becker, 2017).

In Latin America for example, most of the countries in recent years have put number of interventions to improve access, quality and equity in education, provision of free text books, class room and libraries construction, in-service teacher training and free food distribution programs and compensatory cash transfers to families especially in primary and secondary schools. Among the challenges facing education sector in

Latin America include; un equal access to education, high dropout and repetition rates, poor teacher quality and un even assessment and accountability system (Congressional Research Service, U.S. Department of State, Bureau of Educational and Cultural Affairs, 2006).

In Africa the provision of education has been one of the priorities of many African countries towards the liberation of the society from social problems like ignorance, diseases, poverty, unemployment, lack of skilled labour and civilization. The governments in Africa have been collaborating with private sectors in the provision of education although it has faced some challenges like the poor societies which cannot afford the expenses of school fees and other contributions in government schools.

In East Africa, countries of Kenya and Tanzania in sub-Saharan Africa have succeeded in the implementation of free primary education as the goals of Education For All (EFA) and Millennium Development Goals(MDGs).The challenges remain like poverty, insecurity in some areas, negative cultural practices that affect girls, lack of adequate secondary schools to match secondary schools, reaching children not enrolled especially Most Vulnerable Children(MVC), dropout, shortage of teachers and high pupil to text book ratio (Orodho, 2014). Kenya, Uganda and Tanzania have adopted policies on free primary and secondary education since 1960s but the question remains how far they have been successful in the implementation and resultant benefits of education to economy of the countries (Oketch and Rolleston, 2007).

Tanzania like other member countries of the UN has made a lot of efforts and commitments on Secondary Education. One of them includes the development of the Education and Training Policy 2014 replacing the former Education and Training Policy of 1995. The 2014 Education and Training Policy was developed as a key policy for encouraging Universal Primary and Secondary Education fulfilling to the commitments made by countries as part of the Sustainable Development Agenda (UNESCO, 2015).

The implementation of this policy was strongly made through by the major general presidential campaign promises by Dr. John Pombe Magufuli, the ruling party; CCM flag bearer by then, and now the President of The United Republic of Tanzania, in 2015, who vowed to implement the policy (Twaweza East Africa, 2016). Many steps were made after the launch of the national education policy in 2015, where the government committed that from January 2016 pupils will enjoy compulsory 11 years free basic education from primary to secondary schools. Therefore, with respect to the implementation of the 2014 Education Policy; there experienced the provision of directives from the government to all public bodies to ensure that secondary education is free for all children, thus there was including the removal of all forms of fees and contributions.

The Tanzania government has shown commitment on improving education sector by introducing free education policy of 2014 that ensures all children in the country get free education from primary to secondary schools by eliminating school fee and other contributions that were burden to parents (TWaweza, 2016). This has been a

successful achievement by the government of Tanzania as a member of UN that recommended to its member states that “free primary education should be compulsory and universal” (UNESCO, 2004).

Apart from the good intention of the government in education, the implementation of free secondary education needs government close eyes on its management due to unexpected negative effects. There must be increased enrollment and attendance of pupils in secondary school, which should match with increased quality, quantity and motivated teachers, availability of textbooks, classrooms and laboratories. However, the question of whether the provision of free secondary education will improve the delivery of education stimulates a discussion among Tanzanians.

Majority believes that abolition of secondary school fees and denouncing of free education does not mean free education parents still pay significant amounts of money for their children’s education, like school uniforms, school bags, shoes, food and medical care just to mention a few. As a result, dropout, absenteeism and lower grade progression still seen in all levels. Still, there are inadequate number of desks, textbooks, classrooms, and teachers to match with the management of expected increase in student enrollment.

1.3 Statement of the Problem

The new Education and Training Policy version of 2014 extends the removal of fees from primary to lower secondary education termed as Basic Education. The policy has been put into action following the Education Circulars (number 5 and 6 of 2015

and 6 of 2016) which directed the implementation of Free Basic Education (FBE) implementation in Tanzania. Under these circulars, the Government made clear that is financing textbooks, lab chemicals and equipment, furniture, sports gear, repair of machines, construction and repair of school infrastructures, provision of meals in boarding schools and subsidies to each student. Moreover, parents are required to deal with the costs of school uniforms, sports gear, exercise books, pay medical, and meals expenses of day students, pay travel charges, buy mattresses and bed covers as well as personal hygiene properties for residential students of government schools (HakiElimu, 2017).

Despite the government's clarification about the FBE policy, some education stakeholders appear to believe that they are not required to bear any cost for their children. 51.3% of parents and guardians believed that free education excludes them from all costs of raising education of their children in public schools. Only 23% and 32% had a feeling that parents should contribute part of their children's education total costs. Based on the beliefs, enrollment rate increases by 37% leading to larger class sizes, high teacher-student ratio and reduced teacher motivation towards work performance (HakiElimu, 2017).

Statistically, the implementation of Free Education seems to be insignificant in promoting the quality of education and more efforts must be taken by stakeholders to solve the problem. However, Bahi District Commissioner reported a serious case of students drop out in secondary schools due to various reasons including early marriages and pregnancy from a very long (Mwananchi, 2016). Such a report raises

questions and doubts whether the Free Education Policy is implemented effectively in Bahi District. The present literature, though involved large samples provided limited evidence about the continued drop out and stakeholders' exposure to the new policy implementation in Tanzania. There was a need for a study to investigate the implementation of free education on community based secondary schools in Bahi District Council.

1.4 Research Objectives

1.4.1 General Objectives

The general objective of this study was to investigate the implementation of free education on community based secondary schools in Bahi District Council.

1.4.2 Specific Objectives

This study intended to achieve the following specific objectives:

- i) To examine the influence of free education on the learning environment in community based secondary schools in Bahi District.
- ii) To identify the challenges facing the implementation of free education in community based secondary schools in Bahi District.
- iii) To assess the achievements of implementing free education in community based secondary schools in Bahi District.

1.4.3 Research Questions

The study was guided by the following research questions:

- i) How the implementation of free education influences the learning environment in the community based secondary schools in Bahi District?
- ii) What are the challenges facing the implementation of free education in community secondary schools in Bahi District?
- iii) Which are the achievements of the implementation of free education policy in Bahi District?

1.5 Scope of the Study

The research was conducted in Bahi District Council in Dodoma region specifically to six wards of Mwitikira, Mtitaa, Chibelela, Ibihwa, Mpamantwa and Zanka. The study was confined in six community based secondary schools namely Mwitikira, Mtitaa, Chibelela, Ibihwa, Mpamantwa and Zanka secondary school due to time limit and financial constraints. The study focused on how free education has been implemented in community based secondary schools in Bahi District Council. The researcher collected information from the following respondents; students, Teachers, Head of schools (HOS), Ward Executive Officers (WEOs) and District Secondary Education Officer (DSEO).

1.6 Significance of the Study

The study findings provide insights to policy decision makers and curriculum developers, the government and other stakeholders regarding their education status on free education, perceptions and implementation of free education in Bahi District. The study also shades the light on the various challenges faced by education stakeholders in the provision of free education and provide suggestions to address

those challenges as well as improve the education quality in schools. Moreover, this study contributes to the body of knowledge regarding issues of free education based on Tanzania's experience.

1.7 Limitations of the Study

The researcher experienced some difficulties in course of doing research. The first was the delay of appointment to meet the respondents like the WEO's, HOS and DSEO which made the researcher increase the time expected in collecting data. The second challenge the researcher encountered was the financial constraints to meet some expenses of research like transport and printing costs given the fact that the researcher sponsored himself which caused some delays to complete the research.

1.8 Delimitations of the Study

This study investigated the implementation of free education on community based secondary schools in Bahi District Council in which it was conducted only in public secondary schools only. Private secondary schools were not part of this study population because they do not receive direct government support in the provision of education.

1.9 Organization of the Study

This study is organized in five chapters. Chapter one includes the background of the study, statement of the problem, research objectives, research questions, scope of the study and delimitation of the study. Chapter two contains definitions of terms, theoretical review, and empirical review depending on the research objectives,

conceptual framework and research gap. Chapter three covers the research approaches, research design, study area description, sampling techniques, and instruments for data collection. Finally, it gives an account, data analysis procedures and ethical considerations. Chapter four presents, analyses, and discusses the findings of the study. Chapter five contains summary, conclusion and recommendations for action and for further research.

CHAPTER TWO

LITERATURE REVIEWS

2.1 Chapter Overview

This chapter deals with reviews of different literatures that are related to study topic as well as demonstrating the research gap. It is categorized into six sections; the first section provides the definitions of the terms; the second section deals with the concept of free education. The third section provides the theoretical review, the fourth section is concerned with Empirical reviews, and the fifth section is about the Conceptual Framework and the last section concerns with research gap.

2.2 Operational Definitions of Key Terms

This section contains definitions of various key concepts that will be used in the study to provided common understanding among readers about the studied phenomenon. These concepts include:

Fee Free Education refers to earning education without having to pay fee(s) and contributions that were previous provided by parents or guardians (World Bank Survey 2012).

Education Stakeholders refers to anyone who is invested in the welfare and success of a school including administrators, students, teachers, staff members, students, parents, families, community members, local business leaders, school board members, city councilors and state representatives (World Bank Survey 2012).

Secondary School Education refers to the third level of education (after pre-primary and primary education level) (World Bank Survey 2012).

Basic Education refers to primary education and lower secondary education (form IV level) (World Bank Survey 2012).

Community Based Secondary Schools are educational day secondary schools constructed and furnished by community and then handed over to the government (Mgohamwende and Nyarufujo: 1997).

Community in everyday usage, the concept community refers to a geographical location and its residents. A community involves an aggregate of people and in a given location (World Bank Survey 2012).

2.3 Historical Development of Education in Tanzania

Like other countries, the government in Tanzania had adopted many initiatives to ensure that every child has access to free basic education. For example, it launched the new 2014 Education and Training Policy in 2014 which provides ten years of free and compulsory primary and lower secondary education to all citizens (MoEVT, 2014). Two years later, in 2016, the government abolished all fees and additional financial requirements for lower secondary education and allocated an additional amount of 137 billion Tanzania shilling (\$62 million); taken from cost-cutting measures and savings within the government ministries (Human Rights Watch, 2017).

This idea of abolishing enrolment fees and other compulsory contributions in the primary and lower secondary schools in Tanzania was taken from international education commitments through different international conventions to which Tanzania is a member. The most notable example is the 1990 World Conference on Education for All (EFA) in Jomtien as well as the 2000 World Education Forum in Dakar that required member countries to take basic education as a basic right for every child. With this regard all member countries were required to have proper and strong political commitment that will provide financial allocations to achieve the commitment goal and meet set targets (UNESCO, 2002).

Through “The Tanzania Development Vision 2025”, Education and Training Policy 2014 changed the education system, where basic education has now to run from standard one to Form Four. Basic education shall be fee free, with single textbooks for all schools and shall provide quality education which will be recognized across the region and the world as a means to bring development to other sectors of economy.

Hence, the introduction of Education and Training Policy of 2014 led to the creation of circular number 5 policy of education which directs public bodies to ensure that education at the lower secondary schools is free for all children. In practice, this means that parents will no longer required to pay the 20,000 Tanzanian shillings fees that were charged to ward school students and 70,000 Tanzanian shillings charged for students in boarding school (URT, 2016). But, Education Circular No.3 of 2016, requires parents to make contribution for their children’s education which involves purchasing uniforms for school and sports activities, exercise books and pens as well

as paying for the medical expenses of their children (URT, 2016). With the abolition of fees and other contributions the government expects that many children from the poor families will have access to secondary education (HakiElimu, 2017). The enrolment is also expected to rise, as occurred in 2002, when primary education was made free and the primary school enrolment rate increased from 59% in 2000 to 94% in 2011 (HakiElimu, 2017).

2.4 Theoretical Review

This study adopted the resource-based theory. This theory was developed by Barney, Wright and Ketchen Jr, (2003). The theory places emphasis on examining the link between firm's internal characteristics and performance. It assumes that the resources constitute the important source of competitive advantage of a firm. Firms' resources are assets and capabilities possessed by an organization information, knowledge and financial resources. These resources enable an organization to envisage and execute strategies that can lead to improvement of performance in terms of efficiency and effectiveness.

The theory was applied to view how resources such as finance, school infrastructures, teachers, parents/community and other educational stakeholders influence the learning environment. Introduction of Free Education Policy in the country led to a positive shift in the demand for basic education. This means, the government should provide education services to more places or building more schools, employing as many as qualified teachers. Therefore, if the government may not be able to sustain a higher number of teaching staff in schools, which equally

requires other resources, then the sufficient supply of education to a big number of enrolled learners is likely to be harmed.

2.5 Empirical Reviews

This section explains the review of different researchers on the same specific objectives under this study.

2.5.1 The Influence of Free Education on the Learning Environment in Community Based Secondary Schools

Daven, (2008), explored if there was implementation of free primary education in Babati district, Tanzania. His study explored the cases of costs and challenges that limited children's access in education in the particular area. In his study, the results showed that parents contributed significantly for their children's education. There experienced costs of school uniform, teaching materials and different contributions to support operation. Children on their turn experienced regular harassment by school leaders who sent them home to collect the mentioned costs from their parents. This practice contributed to students' drop out and even some poor parents not sending children to school. Such situation led to the conclusion that 'education in a particular area is not free'.

Again, a survey of HakiElimu (2017) in seven districts in Tanzania (Njombe, Mpwapwa, Korogwe, Kilosa, Sumbawanga, Muleba, and Tabora Urban revealed that, the education policy need a lot of preparations before its implementation to avoid the challenges affected other countries that implemented the policy among

which are related to issues of equity, quality politics and financing. The evidences in those districts show that children needed more than financial and non-financial help to realize their educational expectations.

The step to abolish school fees in Tanzania necessitated the government to bear the costs education for every child whereby in its practice, various activities that were once supported by parents including financial contributions and digging base for school buildings were/are no longer existing and schools struggle to calculate how to use the little capitation grants from the government. As to comply with such capitation funds, schools continued to collect contributions from the parents (HakiElimu, 2017).

Moreover, it was reported that, although the heads of schools indicated that students were not sent home, the study revealed that children were continuously sent home by the school governments to collect the contributions from their parents or relatives. Bad enough, students were just roaming on streets afraid to meet their parents and thereafter to return to schools without the required amount of money. The most affected ones were from the poor families (HakiElimu, 2017).

Despite of appreciating the new approaches of spending the money, the school's management were seen to disagree with it in which, the education policy has guideline in it that had limited items for the schools and it restricted them from seeking support from parents. For example, since the capitation grant from the government does not consider some of the important operational charges like buying

files, stationeries, paying water and electricity bills, the schools cultivated some crops, which provided mid-day meals for children, and sold them to obtain money for such needs. On top of that, the study indicated that educational stakeholders including parents and teachers were half supporting the free education policy as they raised the argument that during the establishment of such a policy there were limited participation of stakeholder's prior that created misinterpretation of the policy (HakiElimu, 2017).

It was noted that, although the government issued the funds to districts with guidelines, currently there are no clear ways to ensure the funds are well used at the level of a school. However, in practice the heads of schools have the problem on how to manage activities, which in the past were relied on the fund's allocation and parents' contributions, citing examples of the missing allowances for school committees and boards (HakiElimu, 2017).

There was enormous increase in enrolment for basic education during SEPD and PEDP as the coping strategy to implementation free education policy. Though the increase differed by schools, there are signs of declining quality of education augmented by the lack of classrooms, increased teaching loads among secondary school teachers, shortage of schools, and shortage of teaching resources (HakiElimu, 2017). Therefore, if that is the case, the quality of education is affected by declining teachers' performance and motivation, great teacher-students ratio and overcrowded classrooms (HakiElimu, 2017) and in most cases, the issues appeared to be not serious considered because the parental responsibilities are still unbearable among

the poor and excluded children: street children, HIV/AIDS affected children, children in conflicts zones and remote populations though free education focus on addressing equity and equality issues in the provision of education (HakiElimu, 2017).

The Tanzania Government through its Circular No. 3 Education Policy has perpetuated that, the parental responsibilities for child's education fall in the costs like: health expenses travel to and from school, mid-day meal for day students and those in hostels, exercise books, ruler, pens and pencils and schools' uniforms (Kattan, 2006). The evidence shows that, currently, parental costs calculated were ten times compared to the government's capitation grants provided to the schools for Tsh. 6000/= per child annually taking example from free primary school in Tanzania and when the direct and indirect charges are combined, the parents spend about 60,000 Tz. Shillings for child schooling per year. The most affected one by the new system are the poor families (Kattan, 2006).

2.5.2 The Challenges Facing the Implementation of Free Education in Community Based Secondary Schools

A study by Branson (2009) on teachers' number in Kenya since the introduction of free secondary education found out that there was an increased progressively shortage of teachers per school. Republic of Kenya (2002) insists that, the teacher resource is an important input in achieving the objectives of the Education Sector. Poor distribution of teachers was one of the challenges in the teacher management. The number of teachers had remained constant over the years despite the increase in enrolments of students, and the number of educational institutions which resulted to

inequality distribution of teachers and impacted negatively the quality of education. Recruitment of teachers had in the recent past mainly been done only to replace those who exited through natural attrition.

A report from the World Bank (2005) stated that, governments in Sub-Saharan Africa are looking for ways that enable the poor to gain access to secondary education due to social, political and economic benefits associated with secondary education. For these reasons, free secondary education is seen as a potential strategy to expanding acquisition of education for the poor. Educational systems in these countries are inherently inefficient due to allow budgetary allocation that lowers the quality and quantity of inputs, especially physical infrastructure like classrooms, workshops, laboratories and learning materials. Thus, the free education system in these countries faces a shortage of teachers, scarcity of textbooks and inadequate facilities a case of secondary schools (Kwamboka, 2008).

With the introduction of free education system in Kenya, schools have experienced over-enrolment, which means that the resources available in schools are constrained. In this system, school facilities including the administrative office, staffrooms and offices, classrooms laboratories, workshops, equipment, stores libraries, hostels, staff houses and the school grounds are the challenges (Onyango, 2001). Teachers comprise the most important staff in the school. But with the increased number of students as a result of free education, student-teacher ratio is likely to be high, leading to increased workload for teachers. This seems to pose a challenge to head

teachers, who are expected to ensure that the quality of education is not compromised (Onyango, 2001).

A study by Gatheru (2008) on challenges related to the implementation of free education in Narok District, Kenya revealed that due to the rising number of pupils enrolling in primary schools, it was possible that teachers were sometimes overwhelmed and not able to give individualized attention to students. Thus, they could not mark students' assignments something which contributed to a decline in academic performance of the students.

In the broadening of the scope of the implementation of the Free Secondary Education Policy in Tanzania, the report by IJAMR, (2019) identified the challenges to the effective administration and management of secondary education in Tanzania in three major areas: Challenge related to financing of Secondary Education; Free Secondary Education system needs government to be well prepared in terms of budget allocation. Since the introduction of the free secondary education system, parents who mainly used to pay school fees and other contributions direct to schools have stopped. This implies that, their whole burden falls under the government as the main funder. Therefore, it is the task of the government to secure extra funds from other sources to support the free secondary education now and then. The challenge related to Quality of Education; Implementing Free Secondary Education has down affected in the overall management systems of schools, especially due to the increase number of students compared to its capacity that will bring difficulties to manage such a number of people in a single institution. The question is; does the government

decision to introduce such a system, consider the quality of education? The enrollment of students will possibly increase which will result to the increase need of teachers that are more qualified and enough learning materials. Here it should not only be the number of students enrolled and accomplish their Free Secondary Education, but the quality they have after completing their secondary education is of critical importance. *Challenges related to schools' infrastructures*; as it implies that due to introduction of free education in the country and the increase of students' enrolment, then, the more the student enrolment in secondary schools, the more infrastructures like classrooms, desks, tables, toilets, staff houses and offices are required. The question is; does the implementation of free education policy support this need?

2.5.3 The Achievements of Implementing Free Education in Community Based Secondary Schools

Bray (2002) argued that, financing of education requires public spending on the levels of education for which social returns exceed single institution returns (basic education, and increased schools' spending on investments that produce higher returns (higher and continuing education)). The total social benefits of free educating students equal the sum of the benefits that accrue individually to the students and their families plus benefits to society that arise from interaction with educated individuals. The benefits to education are seen as going directly to both an individual and the society. This includes benefits such as increased adult wages and income, increased participation in the political process, greater charity donations, and reduced

dependency on social support programs, reduced criminal activity, increased savings, better health, lower mortality rates, and increased life expectancy.

Lewin and Cailods (2001) pinpointed the importance of technical/vocational education at secondary school level, giving a clear elaboration that academic education does not provide sufficient base for labour market needs especially for learners leaving the system at secondary school level. This is considered a necessary condition for both direct skills and attitudes that it inculcates in individuals; something which have led to significant expansion of technical and vocational secondary schools in both developing and low-income countries in the early 1980s.

In Kenya for example, the main aim for abolishing school fees was to enable children from the poor families to attend school. The argument for abolishing school fees was straightforward. School fees and other direct costs that families should bear represent a significant obstacle to enrolment, especially for the poorest and most vulnerable children. Therefore, for them, the abolishing school fees would make it easier and less costly for these children to enroll in school, thus accelerating progress towards the achievement of EFA goals (HakiElimu, 2017). The country declared Free Primary Education and put in place an elaborate program for its implementation. The most recent government of Kenya declaration of Free Primary Education has seen a sharp rise in enrolment in primary schools all over the country (Daily Nation, 2003).

According to HakiElimu, (2017), in Tanzania particularly, the free education policy has addressed the issues of equity and equality. The target was that, in education,

equity and equality are important issues from the perspective of social justice and fairness. Normally we see these terms quite often mentioned in documents, both national and international. The terms equity and equality are in some extent used interchangeably, which can lead to confusion because while these concepts are related, there are also important differences between them. While *Equity* involves trying to understand and give people *what they need* to enjoy full, healthy lives, in its contrast, *Equality* aims to ensure that everyone gets the same things to enjoy full healthy lives. Both aim to promote fairness and justice, but *Equality* can only work if everyone starts from the same place and needs *the same things (that both have and have-nots may get the equal opportunities to education)*. Therefore, addressing equity is a pre-requisite to achieving equality. Hence, free education has a direct impact on equity and inclusion, and it addresses the rights and needs of marginalized, excluded, and vulnerable children.

2.6 Conceptual Framework

From Figure 2.1, the framework shows the relationship between the variables used in the study; it includes both independent and dependent variables, without an exceptional of intervening variables. The intervening variables involved the possible issues which could impact Free Basic Secondary Education implementation. The dependent variables were; the availability of laboratories, availability of classes, availability of text books, availability of desks, availability of subject teachers, community perception and participation, the uses of capitation grant, absenteeism & dropouts. These variables dictated the effective implementation of free education

policy which in turn defined the quality of learning. The intervening variables were the poor community support, less fund, increase of enrollment and poor perception. Moreover, an increase of enrollment for the form one students in community secondary schools is the result of the process of variables through the provision of free education policy. Thus, finally it reduced cost of education to parents who were paying schools fees and other contributions.

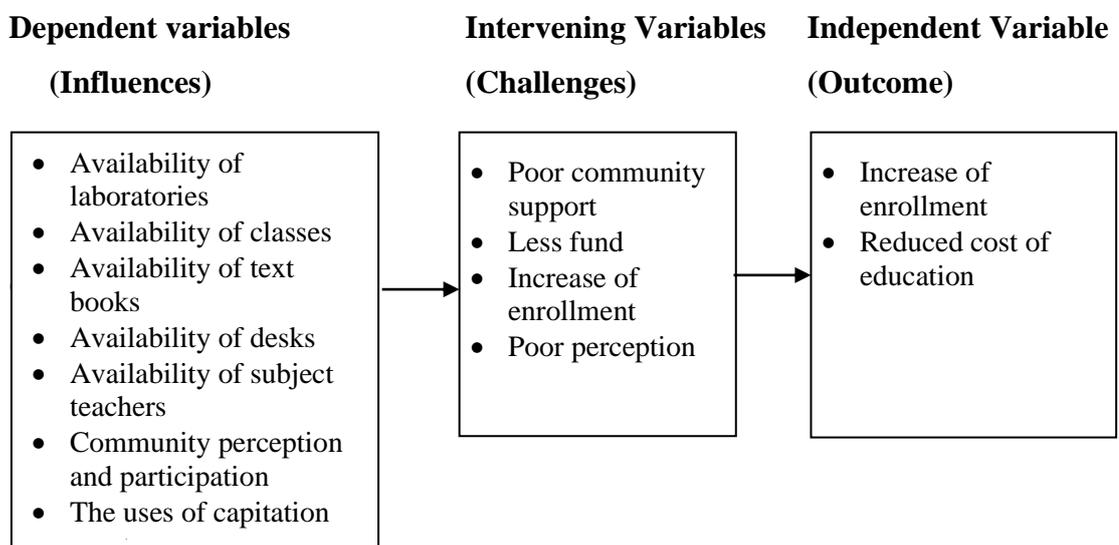


Figure 2.1: Conceptual framework on implementation of free education policy

Source: Adopted from (Muindi, 2011)

2.7 Research Gap

In the reviewed literature, it was seen that, education is a human right, therefore not only elementary education should be free and compulsory, but also, secondary and if possible tertiary education must be the same. The urban areas have been endowed with many secondary schools public and private schools with advanced infrastructure and social services. The secondary schools in these areas have got a great support in school facilities and infrastructure development from the community around due their financial capability. The rural areas experience poor communities with high

literacy rate and educationally marginalized. The introduction of free education has a lot of significance to society in rural areas where life is difficult. The reviewed literature, study the rural areas in many areas like Babatidistrict, Njombe district, Mpwapwa district, Korogwe district, Kilosa district, Sumbawanga district, Muleba district by exploring the influence, challenges and achievements of free education policy. Bahi district is among the rural areas which experience poor communities that need a lot of support from the government especially in education.

In Tanzania, since 2016 the government enacted the law on fee-free education in all government sponsored schools in the country (both primary and secondary schools). The implementation of such a policy was seen not to achieve positive goals as it was facing a lot of challenges which in one way or another, they bottleneck its achievements in many areas of the country particularly Bahi District, the area which was seen to be not/rarely researched by many scholars on implementation of Free Secondary Education in secondary schools after its introduction. Hence, this study aimed to fill in such a gap.

CHAPTER THREE

RESEARCH METHODOLOGY

3.1 Chapter Overview

This chapter presents the research design and methodologies that were employed in this study. The chapter as well spelt out the area of study, target population, sample and sampling procedures, data collection instruments, ethical consideration and Data Processing, Analysis and Presentation procedures.

3.2 Study Area Description

This study was carried out in Bahi District. The area is among the seven districts found in Dodoma region; a region in the Central part of Tanzania. Furthermore, this area is a catchment area to the study covered by a number of schools both primary and secondary which mostly are public schools. As per time schedules of the study, this study dealt with only public secondary schools in the study area among which only six schools were selected to represent many schools in the area and country at large. The reason for selecting this area was due to the researcher's financial and time constrains. Moreover, this area is among the rarely searched areas on Free Education issues in Tanzania. The study was done in six wards in Bahi district with one school from each ward. Those wards were Mwitikira, Mtitaa, Ibihwa, Chibelela, Zanka and Mpamantwa.

3.3 Research Design

This study adopted a descriptive research design. According to Orodho, (2010), a descriptive research design is a process of collecting data in order to test hypothesis

or answer questions concerning the stated topic in the study. Moreover, the descriptive research design is concerned with the conditions that exist and practices that prevail, beliefs and attitudes that are held, processes that are ongoing and trends that are developing. Therefore, in this study, it was appropriate since it intended to find out the associations between certain occurrences and outcomes, specifically; the challenges facing the implementation of Free Secondary School Education in Bahi District, Tanzania.

3.4 Sampling Techniques

This section deals with different techniques used in sampling process. These techniques included sampling frame, sampling unit, sample size and sampling procedures.

3.4.1 Sampling Frame

This refers to the existing members of a group from which the samples are drawn. This study involved sample from different educational institutions that perform different activities. Among them, there were public secondary schools as well as Education Office all found in Bahi District.

3.4.2 Sampling Unit

The Sampling unit of the study was picked from selected educational institutions found in the study area. Hence, it included DSEO(s), WEO(s), Heads of Schools, Secondary school teachers and students from selected schools.

3.4.3 Sample Size

A sample size is the selected group of people that is representative of population or is a subset of the population element that results from sampling strategy (Dattalo, 2008). Sample size is a part of large body specially selected to represent the whole (Bhujel, 2008). The sample size in this study was determined by the guidelines proposed by Kothari that, sample normally save time and money (Kothari, 2015). The results from the sample were used to make generalization on the entire population. The sample size of the study was 94 people including Ward Executive Officers, District Secondary Education Officer, Heads of schools, Teachers and Students. This sample size was obtained by using the following formula;

$$n = \frac{N}{1 + N(e)^2} \text{ (Yamen, 1967)}$$

Where **n** – Sample size, **N**- Estimated Total population in institutions, **1**- Constant, **e**- Error (confidence interval 0.1)

$$n = \frac{1471}{1+1471(0.1)^2}$$

$$n = \frac{1471}{15.71}$$

$$n = 94$$

Table 3.1: Sample size distribution

Respondents	Frequency	Percentage
Students	63	67.02
Teachers	18	19.14
Heads of schools	6	6.38
WEOs	6	6.38
DSEO	1	1.06
Total	94	100

Source: Field data, (2020)

3.4.4 Sampling Procedures

This study used both probability and non-probability sampling procedures which involved simple random sampling and purposive sampling respectively. Simple random sampling was used to students and teachers since it gave equal chance of being selected to the entire population especially to the large population. Six schools were involved including Mwitikira Secondary School, Mpamantwa Secondary School, Mtitaa Secondary School, Chibelela Secondary School, Ibihwa Secondary School, Zanka Secondary School from six wards. Heads of schools, Educational Officers like DSEO(s) and WEO(s) were selected through purposive sampling. They were selected purposively because of their skills and profession they had in Education that allowed the researcher to have potential information as far as the topic of study was concern.

3.5 Data Types and Sources

In this study there were both primary and secondary data that were collected from both primary and secondary sources. Primary sources involved the data from the field on the implementation of free education on community based secondary schools. While the secondary sources were the information from reports, articles and journals related to the study topic in Bahi District and Tanzania at large.

3.6 Data Collection Methods and Instruments

This study used observation, Questionnaires, interview guide and Documentary review as the methods of data collection.

3.6.1 Questionnaires

A questionnaire consists of a number of questions printed or typed in a definite order on a form or set of forms (Kothari, 2004). The researcher used questionnaires (Appendices 1 and 2) to collect information because they are suitable for collecting data from a large sample size, good for collecting both quantitative and qualitative and are ideal because the respondents can easily read and write, and this included both open-ended questions because they allowed the respondents to explain their ideas and perception due to life skills education and closed-ended questions which allow respondents to answer short answers, together with the use of Likert scale which allow the freedom for respondent to indicate their opinion on the topic concerned. This instrument was administered to students and teachers as respondents who were the cores of this study since they were beneficiaries and they undergone challenges related to implementation of free education policy. Therefore, 100 copies of questions were adhered to students and teachers so as to get a required number of responses from target respondents.

3.6.2 Interview Question

It is the method where information was collected through interaction between the researcher and respondents. The researcher used structured interview (Appendices 3,4 and 5) in order to obtain an in-depth information from respondents. This helped the researcher to have a detailed understanding concerning the study topic. This instrument was used to collect data from DSEO, WEOs and Heads of Schools.

3.6.3 Observation Schedule

Under this study, the field observation was used with the intention to observe the real environment and situation concerning the implementation of free education. The use of field observation was due to the fact that, the method produces information which other methods like interviews and documentary review cannot produce. In this method, the researcher observed the availability of teaching and learning facilities in the study area.

3.6.4 Documentary Review

Documentary review falls under the secondary data. According to Kothari (2004), secondary data means data that are already available i.e. they refer to the data that have already been collected and analyzed by someone else. So, there is no need for the researcher to go to the field again and collect the same data. The task of the researcher will be only to find the appropriate data and fix them for his/her study. Kothari (2004) adds that when the researcher utilizes secondary data, then he has to look into various sources from where he can obtain them. In this case, he is certainly not confronted with the problems that are usually associated with the collection of original data. Secondary data may either be published data or unpublished data.

Through this method, the researcher planned to get the files of trending of previous records and articles on the achievements of the free education policy in the study area. These documents provided the information on what have been achieved in previous years since the introduction of free education policy in the study area.

3.7 Validity and Reliability

Validity is the quality that tools used in research are accurate, correct, true, and meaningful and right (Linkolin, et al, 1998). Reliability on other hand refers to the degree of consistence within which instances are assigned to the same category by different or the same observers; but in different occasions (Hammersley, 1990). In order to prove the validity, various tasks were performed. Among them, there was availability of multiple sources of data and avoidance of any contradictory statement, checking of prepared instruments by both supervisor and others. Again, the reliability of data was achieved by creating a good rapport with the respondents during introduction by explaining to them the main purpose of the study and ensuring the respondents with the confidentiality of their information. Moreover, follow up questions were used to seek for clarity.

3.8 Data Processing, Analysis and Presentation

Combination of both quantitative and qualitative approaches was applied to analyze the data. It has been argued by writers that, a skilled researcher can successfully combine both approaches; a researcher used the qualitative approach since the qualitative data were in form of ideas, opinions, perceptions, experiences of a respondents. Again, quantitative approach was applied because it helped the researcher to quantify the data by giving numbers to data in a way that data became objectives and look scientific. Qualitative data involved ideas and opinions which were categorized into themes in order to be analyzed. These kinds of data were analyzed by the use of verbal/statements or explanations. Hence, they were coded, and then categorize using content analysis techniques. This helped to give in depth

information in order to determine themes so that to describe findings. The quantitative data were collected using questionnaires and observation methods. They were edited, coded and analyzed using statistical package for social science (SPSS) Software and excel to compute percentages and tabulation. The percentage was calculated according to the number of frequencies after the interpretation of the data and they were presented quantitatively by means of tables and figures.

3.9 Ethical Consideration

In ensuring adherence to ethics in research, a researcher informed the participants on the aim and the purpose of the study, use of the results and the likely social impacts the study would have on their lives. The researcher got permission from the responsible authorities (Appendices 6 and 7), the OUT and Bahi District Executive Director (DED) to ensure voluntary participation of respondents. Furthermore, in the distributing the questionnaire, the respondents were informed through researcher's letter that the study was purely for academic purposes. Thus, their information was kept with confidentiality.

CHAPTER FOUR

DATA PRESENTATION, ANALYSIS AND DISCUSSION

4.1 Introduction

This chapter presents the findings with reference to the research objectives and questions. The chapter includes; demographic description of the respondents, data analysis, and the discussions of the findings.

4.2 Demographic Characteristics

This part of the study involves the characteristics descriptions of all respondents who were used in the study. It is characterized by gender of respondents, works' experiences as well as education level of respondents. The study used a total number of 94 respondents which included students 63(67.02%), teachers 18(19.14%), heads of schools 6(6.38%), WEOs 6(6.38%) and DSEO 1(1.06%) (Table 3.1 details).

4.2.1 Gender of Respondents

The findings from table 4.1 revealed that, in the study area, 53(56.4%) respondents were males while 41(43.6%) of them were females. These findings show that the study involved more male respondents than their female counterparts. For example, despite the fact that there is great number of female teachers in teaching profession, still male teachers involved much, also, male student's vs female students just to mention a few. These results imply that, there is low motivation among females in attending schools (for the case of students). The reason of using both male and

females was in order to get relevant and enough data concerning the study by reducing gender bias.

Table 4.1: Gender of respondents

Gender	Frequency	Percentage
Males	53	56.4
Females	41	43.6
Total	94	100

Source: Field data, (2020)

4.2.2 Description of Work Experience of Respondents

This part narrates the period of services of teachers as well as head of schools in the study area. The findings of the study shows that a great number of teachers in the studied schools have been in work for more than 4 years, 58.33% of teachers have worked for 5 to 6 years, 25% of them have worked for more than 6 years (Table 4.2), In relation to the study, this implies that, the researcher was able to accumulate information basing on the time of experiences to which teachers' experienced teaching profession. This means that, these teachers do not find their job difficulty with introduction of free education policy.

Table 4.2: Teachers and heads of schools' work experiences

Years of service	Frequency	Percentage
Below 1 year	2	8.33
1 – 2 years	1	4.16
3 – 4 years	1	4.16
5 - 6 years	14	58.33
More than 6 years	6	25
Total	24	100

Source: Field data (2020)

4.2.3 Description of Students' Class Level

Findings from Table 4.3, 63 students were simple randomly selected from seven schools. At least 9 students from each school were involved. The class level of students used in this study was from form one up to form four in which at least there were 15 students from each class level, though there was an increase of 3 students from form four. This increase was due to the fact that form four students were used with the perception that they were more experienced one with the FEP system. The researcher sought to look the class level of students in order to know the quality of responses justified with the inputs made to the study. Thus, the students who had sufficient knowledge and experience of free education policy were expected to provide appropriate responses to the study.

Table 4.3: Students' class levels

Students' class level	Frequency	Percentage
Form one	15	23.80
Form two	15	23.80
Form three	15	23.80
Form four	18	28.57
Total	63	100

Source: Field data (2020)

4.3 The Influence of Free Education on the Learning Environment in Community Based Secondary schools

Under this objective the researcher wanted to know the influence of free education on the learning environment in the community secondary schools, the researcher used Likert-Scale questions to the students and teachers, while interview guide was used to heads of schools as well as to WEOs and DSEO. The results from the Likert-

scale questions show that, a great number of respondents are aware of the existence of free education policy in their areas as agreed and strongly agreed by 59(93.60%) of students and 14(77.77%) teachers. This means that, the schools in the study area experience the influence of free education policy as far as non-tuition fee is concern.

Interview with DSEO had this to say;

“My role is to ensure that; all selected students join schools as per 2014 education policy and funds are received by schools every month. Again, it is my role to coordinate income and expenditures as directed for the purpose of avoiding misuse of fund.

“She added that,

“Since the tables and chairs are problems, our district has the following guidelines; any classroom to be built should comprise tables and chairs, influencing the community’s contributions of chairs and tables and providing chairs and tables through the ‘Jimbo Fund”.

From that statement, the researcher deduced that the free education policy had influenced the changes in learning environment, whereby education offices with schools have now been encouraged to put forward some strategies that will help to solve the schools’ problems of their own, such as problems of tables and chairs.

Table 4.4 below details the level of agreement of the statements in the Likert-scale questions posted to the teachers. With regard to this table, a researcher was able to reveal the influence of free education on the learning environment and at the same time, identify the challenges facing the implementation of free education in community based secondary schools.

Table 4.4: Teachers' responses on the influence of free education policy

Item	Agree	Strong agree	Neutral	Disagree	Strong disagree
Having knowledge on free education policy	50%	27.77%	5.55%	16.66%	0%
Good ratio between classrooms and number of students	33.3%	33.3%	11.11%	11.11%	11.11%
Good teachers - students ratio in the school	16.66%	38.88%	0%	44.44%	0%
Enough text books for every student	0%	0%	22.22%	44.44%	33.33%
Enough chemicals and apparatus in the laboratories	0%	5.55%	38.88%	44.44%	11.11%
Good ratio between students and desks in the school	11.11%	27.77%	11.11%	38.88%	11.11%
Parents support the implementation of free education policy	0%	11.11%	55.55%	27.77%	5.55%
Low absentees and dropouts since the introduction of free education policy	0%	16.66%	38.88%	33.33%	5.55%
Improved academic performance after introduction of free education policy	5.55%	27.77%	50%	11.11%	5.55%
The fund received by school satisfies the needs of school	0%	11.11%	22.22%	55.55%	11.11%
The capitation grand is also used for teachers' responsibilities	0%	11.11%	11.11%	33.33%	38.88%
The implementation of free education policy should continue	27.77%	33.33%	33.33%	5.55%	0%
The implementations of free education policy need modifications.	66.66%	27.77%	0%	0%	0%

Source: Field data, (2020)

The results from table 4.4 indicate that, the items with high percentage of agreement and strongly agreement are the existence and the influence of free education implementation in community secondary schools, while those with high level of

disagreement and strongly disagreement are thought to be the challenges of such policy implementation in community based secondary schools. For this case, enough knowledge on the implementation of free education policy, satisfactory ratio between the classrooms and number of students in our school, good teachers-students ratio in this school and current procedures of implementing free secondary education should continue, are the evidence of the awareness among the people and the influence of free education policy implementation on learning environment in community secondary schools.

Moreover, with the same idea, students on another hand have shown the influence of free education policy implementation on learning environment through their levels of agreement in table 4.5, in which the data from table 4.5 imply that the items with high level of agreement are termed as the influence of free education policy implementation on learning environment, with which, those with high level of disagreement are identified as the challenges of the implementation of the free education policy. In this table (table 4.5), the influence of free education policy implementation on learning environment are shown through the agreement in the following statements; being aware of the implementation of free education policy as agreed and strongly agreed by 59(93.60%) students, the current procedures of implementing free secondary education should continue as agreed and strongly agreed by 60(95.23%) of them and the presence of enough subject teachers in such a way that students are not left untaught as agreed and strongly agreed by 36(57.13%). Table 4.5 has details;

Table 4.5: Students responses on the influence of FED on learning environment

Item	Agree	Strong agree	Disagree	Strong disagree
I am aware of implementation of free education policy in my school	74.60%	19%	4.79%	1.58%
Our school has enough classrooms and there is no overcrowding	26.98%	17.46%	31.74%	22.22%
Our classroom has enough chairs and tables	31.74%	4.79%	33.33%	28.57%
Our school has enough subject teachers	26.98%	30.15%	22.22%	17.46%
Our school has enough text books	1.58%	4.76%	31.74%	58.73%
There has been provision of information on the use of capitation grant	15.87%	11.11%	22.22%	50.79%
Our school has enough chemicals and apparatus for science subjects	85.71%	9.52%	4.76%	0%
The implementation of free education policy should continue	0%	3.17%	7.03%	88.88%
The implementations of free education policy need modifications.	74.60%	19%	4.79%	1.58%

Source: Field data, (2020)

The data from heads of schools revealed that, though the ratio between students and teachers or between classrooms and students and the present of learning and teaching materials like books is at average level in many schools, there are some schools in the study area with dissatisfactory ratio of the mentioned items. The findings in Table 4.6 shows that the lowest number for teachers in schools is 11 with relation to 204 students, while the highest number of them is 20 teachers with 255 students. These findings imply that, in the study area the number of teachers in visited school's suite to the present students and thus to be termed as satisfactory ratio under the objective on the Influence of Free Education on the Learning Environment. Table 4.6 has details:

Table 4.6: Head teachers’ responses on the influence of FEP on learning environment

School	Number of teachers	Number of students	Number of classes	Number of desks
Mwitikira	11	204	6	220
Ibihwa	20	255	6	300
Zanka	18	322	5	330
Mpamantwa	15	304	7	230
Mitaa	12	285	5	200
Chibeleda	17	370	7	260

Source: Field data, (2020)

Interviews with WEOs and DSEO on their role in implementation of the free education revealed that, an overall task of school matters in their community is their major role. This includes solving the difficulties arise in schools like both students’ and teachers’ attendance related issues. One WEO had this to say;

“My role is to ensure that all students report in form one, and also students from poor families get access to education because am overall in charge in the implementation of education policy in this level...”

This means that, with the implementation of free education policy, it is not the duty of single individual to fulfill the policy’s goals, but every local government stakeholder as far as education is concern is responsible in the implementation of the policy towards the improvement of accessibility of education opportunities and performance as the main influence.

On the ratio between students and teachers, the data from WEOs revealed that, the situation is not as better as expected as the number of teachers especially those for science subjects are not enough. One of WEOs said:

“The ratio between students and teachers is average, it not much bad, but the problem may be in math, and science subjects where there are few teachers”

The above statement insists that, the influence of free education policy is the increase of enrollment in ward schools, hence the number of science teachers need to be increased as well.

In the same vein, DSEO had these to comment:

“The number of teachers as compared to present students is average, but there is a need to employ more teachers, especial science teachers in these schools at the district levels. This is because, science subjects, such as physics, chemistry and biology are neglected in schools” What I can say is that, this situation is caused by our system of recruitment or employment, where we experience a very low rate of teachers’ employments, and even when they are employed, in most cases they are much distributed in town schools rather than the community-based schools in rural area like Bahi.

In the study area, education stakeholders had taken responsibilities so as to cope with the implementation of the free education policy’s directions hence achieving the set goals.

The findings of this study in table 4.6 on the influence of free education on learning environment had shown that, the increase of students’ enrolment, is the results of implementation of free education policy, thus, schools in the study area were able to enroll a great number of students. These findings agree with the comments of Kattan, (2006) who stated on the role of government in Circular NO. 3 of education that, the parental responsibilities for child’s education fall in the costs like: health expenses, travel to and from school, mid-day meal for day students and those in hostels, exercise books, ruler, pens and pencils and schools uniforms, while the government has to provide teaching and learning books and other materials related to teachings as well as abolishing the tuition fees.

4.4 The Challenges Facing the Implementation of Free Education in Community Based Secondary Schools

Findings in Table 4.7 show the responses from heads of schools who mentioned; students' dropouts, dissatisfaction of capital, deficiency of learning and teaching books, deficit of tables and chairs, and unsustainable infrastructures. They further mentioned poor cooperation from educational stakeholders like parents and lack of enough understanding of the free education policy among stakeholders as the most challenges facing them on the implementation of the free education policy in their areas of influence. This means that, among all challenges, there must be improvement of the policy since what is seen now is just free going to school situation with the old learning environment, such as few classrooms and lack of dormitories for students.

Table 4.7: Head Teachers' Responses on the Challenges on Implementation of Free Education Policy

Challenges of FEP	Frequency	Percentage
Students' dropouts due to lack of dormitories for distance students	6	100
Dissatisfaction of capital	4	66.66
Lack of learning and teaching books	4	66.66
Deficit due to increase of enrollment	3	50
Unsustainable infrastructures	3	50
Poor cooperation from educational stakeholders like parents and administration staffs in ward level	4	66.66
Lack of enough understanding of the free education policy	5	83.33

Source: Field data, (2020)

The findings in table 4.7 revealed that, the students' dropouts is the most challenge facing the implementation of the free education policy with 100% followed by Lack of enough understanding of the free education policy with 83.33%. Also,

Dissatisfaction of capital, Poor cooperation and Lack of learning books with 66.6% to all, while, Deficit due to increase of enrollment and Unsustainable infrastructures had 50% to both.

On the other hand, WEOs see their job easier since, many parents send their children to schools as the result of free tuition fee education, though they face some challenges in its implementation like students' dropouts and poor understanding of the policy among parents. This brings difficulties of implementation to the implementers since parents with poor understanding do not know their contribution in child's education and only see it to be the duty of the government to facilitate everything concerning the child's education. One WEO had this to say;

“My duty is easy now days because parents send their children to schools without being forced, but this is not enough; still there are a lot of bottlenecks in this newly system of education. In most cases you may find due to increase of enrollment, the schools have poor accommodations to handle such number of students including low desks, tables, chairs and even classrooms. Also, these students travel a long distance to and from school causing the possibility of pregnancies to female students as result of lack of dormitories in schools. And lastly, I can say that, parents do not understand well the objectives of the free education policy, thus, what they know is only that schools have to accommodate everything for their children's education”.

While that is the case, DSEO said that,

“Our job is been made easy, though we experience high enrolment rate that results to the congestions in classrooms, poor participation of parents in school matters like school meetings, material support and labour support and wrong perception of the policy by community. You may find that, data is collected at the end of March but budget begin in July, which does not comply with the number of students who are enrolled after a month of March...”

He further added that;

“The major challenge with this policy is the poor knowledge of free education among parents and relatives. Again, there is the issue of infrastructures, transportation for officials to monitor and supervise the management, shortage of teachers and poor budget allocated to schools. Moreover, there is a problem within Tanzania Institute of Education, which does not provide books to schools at a required time, and the books provided are not enough”.

There is a huge task to educate the mass on the policy and all issues related to it, that’s the only thing I can call upon all educational stakeholders like governmental and non-governmental organizations, medias, teachers, village officials and even students themselves, just to mention a few.

On the case of challenges facing the implementation of free education policy in community based secondary schools, the study revealed challenges like small number of books in schools compared to number of students, small number of laboratories with few chemicals and apparatus, dissatisfactory ration between desks and students, un-favor use of capitation grand from the central government to teachers as agreed teachers’ responses. On another hand, there experienced lack of enough desks, lack of enough teaching and learning books, poor provision of information on the use of capitation grant in the school and lack of laboratories and chemicals and apparatus as narrated by students. Whereas, students dropouts due to lack of dormitories for distance students, dissatisfaction of capital, lack of learning and teaching books, deficiency of tables and chairs due to increase of enrollment, unsustainable infrastructures, poor cooperation from educational stakeholders like parents and administration staffs in ward level and lack of enough understanding of the free education policy, were revealed to be the most challenges facing head

teachers on the implementation of the free education policy in their areas of influence.

These findings are in the same vein with the findings of Onyango, (2001) who pinpointed that, with the introduction of free education system in Kenya, schools have experienced over-enrolment, which means that the resources available in schools are constrained. In this system, school facilities including the administrative office, staffrooms and offices, classrooms laboratories, workshops, equipment, stores libraries, hostels, staff houses and the school grounds are the challenges. Thus, with the increased number of students as a result of free education, student-teacher ratio is likely to be high, leading to increased workload for teachers.

4.5 Achievements of Implementing Free Education in Community Based Secondary Schools

The study reports that there are several achievements noted as a result of implementing the Free Education Policy in Bahi district. Students mentioned the increase enrolment and number of students in secondary schools (68.25%), reduction of contributions from parents/guardians as costs for the education of their children (46.03%), increased engagement parents and guardians in social and economic activities (20.63%), reduced their parents' concentrating on paying school fees for their children (95.23%), abolition of school fees and provision of monthly capitation grants from the government in schools (98.41%) as the major achievements brought by implementation of free education policy (table 4.8).

Table 4.8: Students' responses on achievements of implementing free education

Achievements	Frequency	Percentage
The increase enrolment and number of students in secondary schools	43	68.25
Reduction of contributions from parents/guardians as costs for the education of their children	29	46.03
Increased engagement of parents and guardians in social and economic activities	13	20.63
Reduced their parents' concentrating on paying school fees for their children	60	95.23

Source: Field report, 2020

The findings in this study (table 4.9) revealed that, of all things to do with free education policy, respondents recommend that there should be the increase of capitation from central government, provision of teaching and learning books in required time and numbers, funds for science equipment to be allowed for other uses if necessary, educating the community on the objective of free education policy, investing in dormitories in community schools and schools to have all mandatory on the use of capitation. For example, one head of school said that;

“... the government should let schools make their own judgment rather than being done only by local government authorities, and the budget for each student should be increased from 2,000Tsh to at least Tsh.3,000/= per month”

DSEO added that,

“there is budget sealing in which the budget always depends on government ability to service its organization and distribute to schools. Therefore, number of students should share a little which is available”

Table 4.9: Respondents recommendations on the improvement of free education policy

Respondents' advices	Frequency	Percentage
The increase of capitation from central government	94	100
Provision of teaching and learning books in required time and numbers	91	96.80
Funds for science equipments to be allowed for other uses if necessary	87	92.55
Educating the community on the objective of free education policy	94	100
Investing in dormitories in community schools	93	98.93
Schools to have all mandatory on the use of capitation	34	36.17
The current procedures of implementing free secondary education need modifications	85	90.42

Source: Field data, (2020)

Furthermore, the findings from both head teachers and WEOs and DSEO revealed that, the capitation grand is not satisfactory, therefore it must be increased as much as possible so that to improve academic achievement since there was an improvement on academic achievement of students with a very little grand provided.

During the interview with DSEO, the following statements were noted on the achievement of the free education policy:

“I can comment that, among the areas where the free education system has succeeded is the availability of teaching and learning materials, though it did not fully resolve this problem, but it to a very large extent managed to handle the problem among schools. Things have been made a little bit easier now, because, with the introduction of free education policy, some tasks have been simplified, for example we were once responsible to pressurize parents to send their children to school, but the policy made them to do their part”.

These statements imply that, the implementation of free education policy in Bahi district has much reduced problems related to teaching and learning environment.

Also, he went far by narrating the contribution of the parents and other educational stakeholders on implementation of the free education policy. He said that;

“... in our area, thanks to stakeholders like Water Mission in Tanzania, Plan International, World Vision, Msuya Foundation, NMB Bank, WFP and Camfed Group that helps in health care education and awareness, food, and desks to schools”

This means that, educational stakeholders like public and private organizations in Bahi district are now increasing understanding of the goals and knowledge of FEP through their physical supports. Though there experienced some challenges in the implementation of the free education policy, the study identified some achievements of the free education policy implementation in the study area. The findings of the study revealed the increased number of children who got access to education as well as realized funds for science equipments as the major achievement with the free education policy implementation. The results from this study are not different with that of HakiElimu, (2017) in Kenya which insisted that, the main aim for abolishing school fees was to enable children from the poor families to attend school.

4.6 Summary of the Study

The study discussed findings related to the influence of free education policy implementation on learning environment, the challenges of implementation of such a policy and the achievement of the policy since its introduction in Bahi District, Dodoma Region. The findings of the study discovered that most students and teachers were aware of the existence of free education policy in their areas. Thus, they experienced an increase of students' enrolment, the availability of funds for science equipment, books, increase ratio of desks and classrooms are all the results of

implementation of free education policy, as the major influence of the policy to the learning environment.

In addition, the study revealed some challenges facing the implementation of free education policy in the study area, among many of them; low amount capital, congestion in classrooms due to increase in enrolment and lack of enough learning materials. Moreover, the achievements of the implementation of free education policy were realized in the increase enrolment and number of students in secondary schools, reduction of contributions from parents/guardians as costs for the education of their children, abolition of school fees and provision of monthly capitation grants from the government in schools, as shown on Table 4.8. Therefore, the respondents recommend to the increase the capitation grand.

CHAPTER FIVE

CONCLUSIONS AND RECOMMENDATIONS

5.1 Chapter Overview

This chapter presents conclusions and recommendations on the findings in which the researcher arrived at after collecting, analyzing and presenting data from the field. The chapter is organized into three parts: part one presents conclusions, part two presents' recommendations and the last part details the areas for further studies.

5.2 Conclusions of the Study

This study concludes that implementation of free education policy in Bahi district has influenced a lot in the learning and teaching environments in the area of chairs, tables, learning and teaching materials and classrooms increase which resulted in the increase of student's enrollment.

However, the increased enrolment resulted into overcrowded classrooms which made it harder for teachers to manage and facilitate crowded classrooms. Furthermore, poor participation of parents in children's education under the free education policy and low capitation has contributed to difficulties for school management to handle all requirements for schools. Lucky, the policy has proved the increase of academic performance among the students in Form four national examinations after its implementation.

5.3 Recommendations

- i) The Central Government through Ministry of Finance and PO-RALG should improve the modality and amount of capitation allocated to run schools so as to improve the schools' performances.
- ii) The District Councils through Secondary Education Department should introduce regular programs to educate parents, students and community on the concept of free education policy so as to make the mass understand the functions and goals of the policy.
- iii) The Central Government through Ministry of Finance and PO-RALG should strive to construct a great number of school infrastructures like classrooms, laboratories in all public schools.
- iv) There must be enough provision of teaching and learning materials like books in public schools by the Central Government through Ministry of Finance and PO-RALG.

5.4 Suggested Further Studies

Since this study was done only in Bahi district, the results could not be generalized to a large population of Tanzania. There is a need for the same study to be conducted in a large scale so as to validate the impact of free education policy implementation in Tanzania

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APPENDICES

APPENDIX 1: QUESTIONNAIRE TO STUDENTS

I am ALLY ATHUMAN, a student at **OPEN UNIVERSITY OF TANZANIA**, pursuing Degree of Masters of Education, Administration, Planning and Policy Studies. I am conducting a research on **The Implementation of Free Education in Community Based Secondary Schools**, taking Bahi District Council as a case study. You are involved in this study because you are offered an opportunity to share views that will pour light on the persisting issues and how to solve them. I am kindly asking for your co-operation to make this work successful. All the information provided will be treated confidentially.

Instructions

Put a tick (√) in correct choice in the space provide

A. Personal Particulars

1. Sex: Male () Female ()

2. Class

i) Form one ()

ii) Form two ()

iii) Form three ()

iv) Form four ()

B: General questions

Please indicate your level of disagreement / agreement by ticking [√] the MOST appropriate box.

1) Strong Agree (SA) 2) Agree (A) 3) Neutral (N) 4) Disagree (D) 5) Strongly Disagree (SD)

No.	Item	1	2	3	4	5
1	I am aware on the implementation of free education policy in my school					
2	Our school has enough classrooms, in such a way that there is no overcrowding in classes					
3	Our classroom has enough chairs and tables which implies that no students sit in pairs or on the floor					
4	Our school has enough subject teachers in such a way that we are not left untaught					
5	Our school has enough text books in such a way that every student gets his/her own book					
6	Our school has laboratories with enough chemicals and apparatus					
7	There has been provision of information on the use of capitation grant in the school					
8	Our school has enough laboratory chemicals and apparatus for science subjects					
9	The current procedures of implementing free secondary education should continue					
10	The current procedures of implementing free secondary education should be stopped completely					

11. What do you suggest to be done on the implementation of free education policy?

APPENDIX 2: QUESTIONNAIRE TO TEACHERS

I am ALLY SALUM ATHUMAN, a student at the **OPEN UNIVERSITY OF TANZANIA**, pursuing Degree of Masters of Education, Administration, Planning and Policy Studies. I am conducting a research on **The Implementation of Free Education in Community Based Secondary Schools**, taking Bahi District Council as a case study. You are involved in this study because you are offered an opportunity to share views that will pour light on the persisting issues and how to solve them. I am kindly asking for your co-operation to make this work successful. All the information provided will be treated confidentially.

Instructions

Put a **tick** (✓) in correct choice in the space provide

A. Personal Particulars

1. Sex

Male ()

Female ()

2. Work experience

i. Below 1 year ()

ii. 1-2 years ()

iii. 3-4 years ()

iv. 5-6 years ()

v. More than 6 years ()

B: General questions

Please indicate your level of disagreement / agreement by ticking [√] the MOST appropriate box.

1) Strong Agree 2) Agree 3) Neutral 4) Disagree 5) Strongly Disagree

No.	Item	1	2	3	4	5
1	The school staff has enough knowledge on the implementation of free education policy					
2	Am satisfied with the ratio between the classrooms and number of students in our school					
3	There is good teachers-students ratio in this school					
4	This school has enough text books in such a way that every student gets his/her own copy					
5	The school has laboratories with enough chemicals and apparatus					
6	There is good ratio between students and desks in this school					
7	There is strong support from parents in the implementation of free education policy					
8	There are low absentees and dropouts since the introduction of free education policy					
9	There is improvement in academic performance of students after the introduction of free education policy					
10	The funds received by school is satisfactory to meet the school requirements					
11	The capitation grand from the central government are also used in favor of teachers' responsibilities					
12	The current procedures of implementing free secondary education should continue					
13	The current procedures of implementing free secondary education need modifications.					

14. What are the challenges facing the implementation of free education policy in your school?

15. What do you consider to be the achievements on the implementation of free education policy in your school?

THANKS

APPENDIX 3: INTERVIEW GUIDE FOR HEADS OF SCHOOLS

1. How many teachers are there in your school?
2. Do you think the ratio of teachers is enough compared to students?
3. If the answer to the question 2 above is NO, then how do you cope with the shortage?
4. Do you think this school has good ratio of desks and students? (state the reason for your answer)
5. What can you comment of the ratio between number of text books and students present in this school?
6. Do you find your job as a difficult task after the introduction of free education policy? (Why?)
7. Which challenges do you face in the implementation of the free education policy?
8. How do you see the trends of academic achievement in this school after the introduction of free education policy?
9. What are the given directions on the distribution of the capitation grand from the central government?
10. Do you think the capitation grand is enough?
11. What do you think should be done on the free education policy?

THANKS FOR YOUR TIME

APPENDIX 4: INTERVIEW GUIDE FOR WEOs

1. What role do you play in the implementation of free education policy?
2. Do you think the ratio of teachers is enough compared to students in your area of influence?
3. If the answer to the question 2 above is NO, what do you think is the reason?
4. What do you consider in the distribution of desks among schools in your area?
5. Do you find your job as a difficult task after the introduction of free education policy? (Why?)
6. Which challenges do you face in the implementation of the free education policy?
7. How do you see the trend of academic achievement in your area after the introduction of free education policy?
8. What are the given directives on the use of capitation grand from the central government?
9. Do you think the capitation grand is enough for running your schools?
10. What are your comments on the improvement of free education policy?

THANKS FOR YOUR TIME

APPENDIX 5: INTERVIEW GUIDE FOR DSEO

1. What role do you play in the implementation of free education policy?
2. Do you think the ratio of teachers is enough compared to students in your area of influence?
3. If the answer to the question 2 above is NO, what do you think is the reason and how do you cope with it?
4. Do you think an insufficiency of desks a problem among your secondary schools? If YES, what is a district plan to solve it?
5. Availability of text books in secondary schools is one of the packages of free education policy, what is your comment on this.
6. Do you find your job as a difficult task after the introduction of free education policy? (Why?)
7. What is your comment on the trend of academic achievement of your secondary schools since the introduction of free education policy in 2016?
8. Do you think the capitation grand is enough for running your schools?
9. What are the contributions of parents and education stakeholders toward the implementation of free education policy?
10. Which challenges do you face in the implementation of the free education policy?
11. What are your comments on the improvement of free education policy?

THANKS FOR YOUR TIME

APPENDIX 6: RESEARCH CLEARANCE LETTER

THE OPEN UNIVERSITY OF TANZANIA

DIRECTORATE OF POSTGRADUATE STUDIES

P.O. Box 23409
Dar es Salaam, Tanzania
<http://www.openuniversity.ac.tz>



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Our Ref: PG2017992446

28th July 2020

Executive Director,

Bahi District Council,

P O Box 2993,

DODOMA.

RE: RESEARCH CLEARANCE

The Open University of Tanzania was established by an act of Parliament No. 17 of 1992, which became operational on the 1st March 1993 by public notice No. 55 in the official Gazette. The Act was however replaced by the Open University of Tanzania charter of 2005, which became operational on 1st January 2007. In line with the Charter, the Open University of Tanzania mission is to generate and apply knowledge through research.

To facilitate and to simplify research process therefore, the act empowers the Vice Chancellor of the Open University of Tanzania to issue research clearance, on behalf of the Government of Tanzania and Tanzania Commission for Science and Technology, to both its staff and students who are doing research in Tanzania. With this brief background, the purpose of this letter is to introduce to you **Mr.ATHUMAN, Ally Salum Reg:No PG2017992446** pursuing **Master of Education in Administration Planning and Policy Studies (MEDAPPS)**. We here by grant this clearance to conduct a research titled "**Assessment of the Implementation of Free Education in Community Based Secondary Schools: A Case of Bahi District Council Dodoma Region**". He will collect his data at your area from 30th July 2020 to 30th August 2020.

In case you need any further information, kindly do not hesitate to contact the Deputy Vice Chancellor (Academic) of the Open University of Tanzania, P.O. Box 23409, Dar es Salaam. Tel: 022-2-2668820. We lastly thank you in advance for your assumed cooperation and facilitation of this research academic activity.

Yours Sincerely, /

Prof. Hossea Rwegoshora
For: VICE CHANCELLOR
THE OPEN UNIVERSITY OF TANZANIA

**APPENDIX 7: RESEARCH PERMISSION LETTER FROM BAHU
DISTRICT COUNCIL**

**HALMASHAURI YA WILAYA BAHU
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12/08/2020

MTENDAJI KATA,
KATA YA ZANKA,IBIHW,MTITAA NA CHIBELELA
BAHI,
DODOMA

**YAH: MWANAFUNZI /MWANACHUO CHUO KIKUU HURIA CHA
DODOMA NDUGU ALLY SALUM ATHUMANI**

Tafadhali rejea kichwa cha barua hapo juu.
Namtambulisha kwenu ndugu **ALLY SALUM ATHUMANI** kutoka chuo kikuu huria cha Dodoma ambae anakuja kufanya utafiti kuhusu **'Assessment of the Implementation of Free Education in Community Based Secondary Schools'**
Kwa barua hii napenda kukujulisha kuwa umekubaliwa kufanya utafiti,unatakiwa kuripoti kwa watendaji kata tajwa hapo juu ili uweze kupewa ushirikiano kwenye shule husika.
Aidha utafiti huu utanza tarehe agosti hadi septemba, 2020.
Asante kwa Ushirikiano wako,


Mwanaidi Ramadhani
KNY;MKURUGENZI MTENDAJI (W)
BAHI

Nakala: Mkuu wa Wilaya
S.L.P. 911
BAHI - DODOMA